

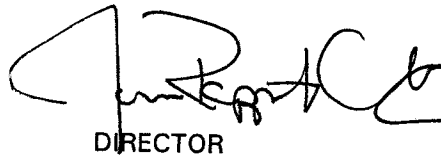


U.S. FISH AND WILDLIFE SERVICE TRANSMITTAL SHEET

PART	SUBJECT	RELEASE NUMBER
095 FW 3	Emergency Preparedness & Response	349
FOR FURTHER INFORMATION CONTACT	Wildland Fire Management	DATE
Division of Refuges		February 7, 2000

EXPLANATION OF MATERIAL TRANSMITTED:

This chapter reflects changes required by 620 DM 1 and 2 and the Federal Wildland Fire Management Policy and Program Review Report, December 18, 1995.



DIRECTOR

FILING INSTRUCTIONS:

Remove:

095 FW 3, 12/02/93, FWM 125 (3 sheets)

Insert:

095 FW 3, 02/07/00, FWM 349 (5 sheets)

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

3.1 What is the purpose of this chapter? This chapter describes the policies, objectives, definitions, and responsibilities for wildland fire management activities on our lands. The Fire Management Handbook contains detailed implementation guidance.

3.2 What is the goal of wildland fire management? To plan and make decisions that help accomplish the mission of the National Wildlife Refuge System. That mission is to administer a national network of lands and waters for the conservation, management, and, where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans.

3.3 What is the wildland fire management policy? We base our wildland fire management policy on the Departmental Manual, 620 DM 1-2. It is our policy that:

A. Firefighter and public safety is the first priority of the Fire Management Program. With the possible exception of instances where the life of another is in jeopardy, we will not purposely expose a Service employee, contractor, or cooperator to life-threatening conditions or situations. All Fire Management Plans and activities must reflect this commitment.

B. In the absence of an approved Fire Management Plan, we:

(1) Must suppress all wildland fire ignitions through appropriate suppression strategies.

(2) Must suppress all human-caused ignitions using an appropriate suppression strategy.

(3) Will reduce human-caused fires through an aggressive trespass program in concert with a visible prevention program.

C. The Departmental Manual (620 DM 2) delegates authority to the Bureau of Land Management, Alaska Fire Service, to provide safe, cost-effective emergency wildland fire suppression services in support of land, natural, and cultural resource management plans on Department of the Interior administered land in Alaska. We retain management responsibility and accountability for those suppression service activities occurring on lands under our jurisdiction.

D. Structural firefighting is not our functional responsibility. We should only perform assistance in structure protection on an emergency basis to save lives. (See paragraph 3.8.)

E. Fire management policies and procedures for safety, training, and equipment are mandatory. See 241 FW 7 (Firefighting), 232 FW 6 (Firefighter Training), and 241 FW 3 (Personal Protective Equipment).

3.4 What are definitions for terms used in this chapter?

A. Agency Administrator. The appropriate level manager having organizational responsibility for management of an administrative unit. This may include the Director, Regional Director, complex manager, or project leader.

B. Appropriate Management Action. Specific actions taken to implement a management strategy.

C. Appropriate Management Response. Specific actions taken in response to a wildland fire to implement protection and fire use objectives.

D. Appropriate Management Strategy. A plan or direction that an agency administrator selects to guide wildland fire management actions and to meet protection and fire use objectives.

E. Criminal Offense. An unlawful ignition act intended to damage the United States Government or its properties, or person using public lands.

F. Fire Management Plan. A strategic plan that defines a program to manage wildland and prescribed fires and documents the Fire Management Program in the approved land use plan. We supplement the plan by operational procedures such as preparedness plans, preplanned dispatch plans, prescribed fire plans, and prevention plans.

G. Fire Season. The period or periods of the year when most wildland fires are likely to occur.

H. Fire Trespass. Any unauthorized ignition of fire upon lands of the United States under our jurisdiction.

I. Initial Action. Action taken by the first resources to arrive at a wildland fire to meet protection and fire use objectives.

J. Initial Attack. An aggressive suppression action consistent with firefighter and public safety and values that need protecting.

K. Negligent Act. Any unplanned act that causes damage to resources or properties of the United States.

L. Suppression. A management action to protect identified

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

values from a fire, extinguish a fire, or alter a fire's direction of spread.

M. Surveillance. An appropriate management response involving periodic evaluation and documentation of a wildland fire and its environment to ensure that the fire is burning within the scope of an approved Fire Management Plan or an approved Wildland Fire Situation Analysis (WFSA). The WFSA must indicate that we expect the fire to be self-contained within a defined area.

N. Wildfire. An unwanted wildland fire. We include this term only to give credence to historic fire prevention products. This is not a separate type of fire.

O. Wildland Fire. Any non-structure fire, other than prescribed fire, that occurs in the wildland.

P. Wildland Fire Management Program. The full range of activities and functions necessary for planning, preparedness, emergency suppression operations, emergency rehabilitation, and prescribed fire operations, including non-activity fuels management to reduce risks to public safety and to restore and sustain ecosystem health.

Q. Wildland Fire Assessment (WFA). A process used to determine whether we should manage a wildland fire for benefits or suppress it. The wildland fire assessment process is a component of the Wildland Fire Situation Analysis.

R. Wildland Fire Implementation Plan (WFIP). A plan addressing objectives, risks, costs and complexity to determine a course of action to manage wildland fires for resources benefits.

S. Wildland Fire Situation Analysis (WFSA). A decision-making process that evaluates alternative management strategies against selected safety, environmental, social, economic, political, and resource management objectives as selection criteria.

T. Wildland Fire Use. The management of naturally-ignited wildland fires to accomplish specific pre-stated resource management objectives in pre-defined geographic areas outlined in Fire Management Plans. We describe operational management in the Wildland Fire Implementation Plan.

3.5 What are our responsibilities? The Secretary has given responsibility for the operation of the wildland fire management program on our lands to the Director (620 DM 1.2). This section includes only those responsibilities

directly associated with wildland fire operations. For overall responsibilities for fire management, see 621 FW 1.5.

A. Assistant Director - Refuges and Wildlife (ARW). The Division of Refuges, under the Assistant Director, provides technical leadership for the Wildland Fire Management Program. The Assistant Director promulgates and approves the Fire Management Handbook. The Handbook provides detailed information that will assist in the implementation of policy and will be considered an operational supplement to this chapter.

B. Service Fire Management Coordinator (SFMC). Our Service Fire Management Coordinator is the Chief of the Fire Management Branch in the Division of Refuges and is our representative at the National Interagency Fire Center (NIFC). The Fire Management Branch is responsible for providing technical direction and coordination of fire management planning, policy development, and procedures Servicewide. The SFMC represents the Service on the National Multi-Agency Coordinating Group (MAC Group). The SFMC is responsible for implementing the decisions of the MAC Group as they affect our areas. The decisions of the MAC Group include the prioritizing of incidents nationally and the allocation or reallocation of firefighting resources to meet national priorities.

C. Regional Director (RD). The Regional Director is responsible for the wildland fire management program in the Region and for designating a qualified Regional Fire Management Coordinator. The Regional Director, through the Regional Fire Management Coordinator, will provide wildland fire management program support to our lands located within their geographic Region. The Regional Director will identify and clarify the roles and responsibilities of other Regional Office staff who might provide oversight to the Fire Management Program.

D. Regional Fire Management Coordinator (RFMC). Each Region has a Regional Fire Management Coordinator to provide coordination, training, planning, evaluation, and technical guidance for the Region and to be available to provide assistance for intra-agency and interagency fire management needs. The Regional Director provides written delegation to the RFMC to represent the Region on the Geographic Multi-Agency Coordinating Group (MAC Group). The RFMC will implement the decisions of the MAC Group as they affect our areas. The decisions of the MAC Group include the prioritizing of incidents and the allocation or reallocation of firefighting resources to meet wildland fire management priorities.

E. Project Leader. Project leaders are responsible for

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

planning and implementing an effective wildland fire management program on lands under their jurisdiction. In conjunction with fire management specialists, project leaders determine the level of fire management effort required to meet wildland fire management objectives of each unit. They will ensure preparation of an approved Fire Management Plan for lands under their jurisdiction. This includes appropriate consultation with staff specialists such as the Regional Historic Preservation Officer, Service archeologist, or endangered species biologist, if appropriate. If the fire management program warrants, the project leader will establish a position to function as the Fire Management Officer for the field office (see F below). Otherwise, the project leader will assign the fire management responsibilities to a staff member as a collateral duty. A staff member, assigned fire management responsibilities as a collateral duty, will meet fire management qualification requirements established by us. Project leaders will make available personnel hired in dedicated, fire-funded positions for dispatch to off-refuge/interagency wildland and prescribed fire management operations. Project leaders will meet fire management training requirements established by us for their position.

F. Fire Management Officer (FMO). We will assign Fire Management Officers where an individual refuge Wildland Fire Management Program requires wildland fire management expertise. We may assign an FMO to provide wildland fire management support to a group of refuges (zone or district) when individually each refuge does not warrant a full-time FMO. These dedicated, fire-funded positions are a regional and national resource. We may call upon the FMO to assist in both intra-agency and interagency wildland fire management needs. The Fire Management Officer will meet qualification standards established or adopted by us for the position.

3.6 What is wildland fire management?

A. Protection Priorities. Firefighter and public safety is always the first priority. No wildland fire situation, with the possible exception of the rescue of human life, warrants the exposure of firefighters to life-threatening situations. Property and natural/cultural resources are the second priority. If it becomes necessary to prioritize between property and natural/cultural resources, we prioritize based on relative values to be protected, commensurate with fire management costs.

B. Incident Management. Other Federal land management agencies have joined us in adopting the National

Interagency Incident Management System (NIIMS) as a wildland fire management system. The NIIMS consists of five major subsystems that provide a total systems approach to all-risk incident management. A listing of available references describing NIIMS is in our Fire Management Handbook.

(1) Project Leader. The project leader remains the official responsible for a fire under his/her jurisdiction, even if we delegate management of the fire to an Incident Management Team, the Alaska Fire Service, or other cooperating agencies. Project leaders will provide written objectives and delegate in writing the necessary authority to effectively manage the fire.

(2) Resource Advisor. The resource advisor provides advice and guidance to the incident commander on behalf of the project leader.

C. Wildland Fire Management Standards.

(1) Every wildland fire on or threatening our lands requires an initial action by using an appropriate management response.

(2) The range of appropriate management responses may include high intensity direct efforts, lower intensity indirect efforts, or surveillance to ensure confinement within a designated area. We base the level of response on approved Fire Management Plans (621 FW 2.3), consistent with land use objectives and implemented to provide for firefighter and public safety, and minimizing costs and resource damage.

(3) Policy allows us to use naturally ignited wildland fires to accomplish resource management objectives when we specifically address such use within an approved Fire Management Plan. We will document wildland fire use for resource benefits by the completion of appropriate sections of a Wildland Fire Implementation Plan. Find specific guidance in the Fire Management Handbook.

(4) We consider surveillance to be an appropriate management response if so designated in an approved Fire Management Plan or, if not in an approved plan, based on the completion of a WFSA.

(5) If the wildland fire should change its behavior and we will not meet the objectives described in the FMP, a new strategy must be selected through the WSFA process.

D. Wilderness Wildland Fires. Wildland fires in wilderness

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

or other specially reserved areas will receive an appropriate management response. We may authorize the use of all suppression methods, tools, and equipment, including motorized equipment, in wilderness areas or proposed wilderness areas; however, we normally will use suppression methods least damaging to wilderness values and objectives.

E. Wildland Fire Support. The project leader will be aware of, and document in the dispatch plan (621 FW 2.5), procedures by which we obtain assistance for wildland fire support. We will use the closest forces concept to ensure economy of costs.

F. Contracts and Cooperative Agreements. Develop contracts and cooperative agreements to provide the primary backup suppression capability on our lands whenever possible. Exercise care to assure that such agreements and contracts are cost effective and provide adequate protection to our resources. The Division of Contracting and General Services and/or the Solicitor's Office will review them for legal sufficiency. An explanation of contracts and other types of agreements is in the Fire Management Handbook.

G. Force Account Suppression. We expect each field office with wildland fire occurrence that poses a threat of resource loss or has a prescribed fire program to maintain a minimal initial attack capability using field office staff meeting training and physical fitness requirements for suppression. It does not include field offices in the following categories:

- (1) Field offices that have infrequent fires posing no threat of resource loss;
- (2) Field offices that have binding contracts or agreements for fire suppression;
- (3) Alaska refuges, since the Alaska Fire Service and its cooperator, the State of Alaska, provide emergency wildland fire suppression services.

3.7 How does the Service evaluate wildland fire? Evaluations of major wildland fire operations yield information important to improving future planning. Evaluations take several forms:

A. Debriefing. The project leader will conduct a meeting of selected individuals as soon as possible after releasing personnel from the fire. Attendees should include all key refuge staff, overhead, the incident management team, and affected cooperators. We require a written narrative of the fire activities by the incident commander to the project leader as part of the debriefing.

B. Field Office Review.

(1) The project leader will conduct an oral fire review following each of our wildland fires in order to ensure that we conduct suppression operations in a safe manner and within policy and guidelines. This review may be formal or informal and be as in depth as the incident requires. The project leader may request assistance from the Regional Office in making this review.

(2) We intend to determine if response to the incident conformed to incident planning and met the intent of refuge planning documents. The project leader will take necessary corrective actions within their authority. The Regional Office will take actions requiring higher level decisions.

(3) The project leader will prepare a record of the review. The record will contain any findings and corrective actions taken. The project leader will keep the record on file and submit a copy of the record to the RFMC through appropriate channels.

C. Incident Management Team Assessment. When we use an Incident Management Team on our fire, the project leader, in conjunction with the Regional Fire Management Coordinator, will assess the team's performance. Submit the assessment through channels to our Service Fire Management Coordinator. A sample close-out review is in our Fire Management Handbook.

D. Informal Review. Conduct a review, but not necessarily a formal Board of Review, in the event of a 'near miss' or similar occurrence which appears to have procedural or policy implications.

E. Board of Review. The Regional Director or Assistant Director, Refuges and Wildlife, calls a Board of Review to identify specific problems that involve procedural or policy matters pertaining to suppression actions.

(1) Convening a Board of Review is not a punitive action, but a vehicle to improve fire operations. The Board's report will present findings and make recommendations to the convening official. See also 240 FW 7 (Report of Accident/Incident), 240 FW 8 (Serious Accident Investigation), and 485 DM 7 (Incident/Accident Reporting/Serious Accident Investigations).

(2) We may require a Board of Review when identifying any of the following circumstances:

- (a) Possible tort claims arising out of property damages,

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

personal injury, or misuse of equipment;

(b) A large commitment of emergency suppression resources, which may necessitate a review of organizational needs and management problems;

(c) Complex fires involving cooperators, having political implications, and so forth;

(d) Excessive environmental damages or resource loss;

(e) Excessive suppression costs; or

(f) A fire-related death.

(3) Membership on a Board of Review may vary, but will normally include the following:

(a) Project leader;

(b) Incident commander;

(c) Regional Fire Management Coordinator;

(d) Refuge Fire Management Officer;

(e) Regional Safety Manager;

(f) Service Fire Management Coordinator;

(g) Other agency representatives as appropriate;

(h) Experts in specifically needed fields.

3.8 How should I handle structural fire suppression?

Structural firefighting is not our functional responsibility. We should only perform assistance in structure protection on an emergency basis to save lives. Our fire personnel may assist in protecting wildlands around a structure or protecting the structure's exterior from approaching fire when we can accomplish such action safely. We will make our fire personnel aware of safety hazards associated with suppression activities around structures and transportation systems.

A. Do not knowingly place employees in a position where exposure to noxious gases or chemicals or other situations require the use of self-contained breathing apparatus.

B. Cooperative agreements will not commit our personnel to structural fire suppression.

3.9 How should I deal with fire rehabilitation and restoration? Examine each burned area and evaluate the damages. Damages resulting from wildland fire fall into four areas:

A. Fire Suppression Activity Damage.

(1) Fire suppression activity damage rehabilitation involves short-term actions to repair and rehabilitate damage to lands, resources, and facilities caused by the wildland fire suppression effort or activities. This includes dozer lines, camps, and staging areas; damaged facilities (fences, buildings, bridges, etc.); handlines; roads; etc. The project leader should ensure this work is complete before incident demobilization, or as soon thereafter as possible or practicable. Damage caused by backfires and burnouts to stop fire spread falls under fire damage restoration and does not qualify as damage caused by suppression action.

(2) We do not require a fire suppression activity damage plan, but we do require certain approvals and concurrences before repairing damaged facilities. See the Financial Management chapter of our Fire Management Handbook.

(3) Fire Suppression Activity Damage funding comes from: Wildland Fire Appropriation Operations Activity, Suppression Operations subactivity.

B. Burned Area Fire Rehabilitation (BAER)

(1) We design emergency fire rehabilitation actions to prevent further land degradation, resource loss, or to ensure safety. Carry out these activities as part of or after the incident. Consider rehabilitation needs for each fire, and prepare BAER plans for those fires requiring emergency rehabilitation efforts.

(2) Accomplish BAER only to the extent necessary to stabilize and prevent unacceptable resource degradation or to minimize threats to life and property. The scope of these projects is unpredictable, and requires funding on short notice. BAER is appropriate to:

(a) Minimize threats to human health and safety or property.

(b) Stabilize soil to minimize loss or degradation of productivity.

(c) Stabilize biotic communities to minimize unacceptable change to ecosystem structure and function. This will allow use of a variety of vegetative types, including shrubs, forbs, and grasses, when deemed appropriate. Planting of trees

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

as part of a project is acceptable only if demonstrated as necessary to meet the project objectives and may require Director approval (3.9B(3)(d)).

(d) Stabilize watersheds to prevent unacceptable downstream damage on and off site.

(e) Minimize the establishment of non-native invasive species to prevent unacceptable degradation of the burned area. Treatments may include application of herbicides.

(f) Stabilize and prevent unacceptable degradation of critical cultural and natural resources. The project leader must ensure consultation with the Regional Historic Preservation Officer (RHPO) if we involve cultural resources and the endangered species biologist if listed, proposed, or candidate species are present in the rehabilitation area;

(g) Minimize unacceptable deterioration of water quality.

(3) BAER planning will begin with the incident commander and may continue by convening a multi-disciplinary team requested by the project leader.

(a) Each project requires the preparation, submittal, and approval of a BAER Plan or a supplement to a programmatic BAER plan already in place for the project. BAER plans must include provisions for monitoring and evaluation of treatments and techniques, and a procedure for collecting, archiving, and disseminating results. For multi-agency fires, we will do joint planning and implementation. Plans must ensure that the treatments proposed are environmentally, culturally, and socially acceptable, meet the objectives of Comprehensive Conservation and Habitat Management Plans, and comply with legal requirements. Each BAER Plan will include a cost/risk analysis of proposed emergency rehabilitation treatment actions to assist agency administrators and reviewing authorities in assessing the proposed actions. The level and sophistication of the analysis should be commensurate with the scope and complexity of the plan.

(b) We will accomplish treatments in the approved plan as soon as possible, but no later than two growing seasons after plan approval. No treatment, monitoring, evaluation, or maintenance activity may exceed 3 years after initial project approval. Extensions require revised plans and approvals. Activity beyond the period of the plan is funded through normal operating funds.

(c) For multi-agency projects, submit the BAER plan for approval within 10 days following control of the fire and approval/disapproval must occur within 7 days. For our

projects, the BAER plan must be submitted for approval within 30 days following control of the fire and approval/disapproval must occur within 14 days in order to qualify for emergency fire rehabilitation funding.

(d) The project leader and Regional Director approve all plans costing less than \$250,000 as meeting resource management objectives (see use of trees). The Regional Fire Management Coordinator must concur that the plan fits the technical definition for use of rehabilitation funds including the limit on use of trees. Projects costing more than \$250,000 must be approved at the Washington Office by the Assistant Director - Refuges and Wildlife. Department of the Interior policy limits the use of trees as (or as part of) any emergency rehabilitation treatment to no more than \$25,000, unless otherwise approved by the Director.

(e) Forward copies of regionally approved BAER plans, including the cost estimate for budgeting/tracking purposes, to the Service Fire Management Coordinator.

(4) Emergency Fire Rehabilitation funding comes from: Wildland Fire Appropriation, Operations Activity, Emergency Fire Rehabilitation Subactivity.

C. Fire Damage Restoration.

(1) Fire damage restoration involves the non-emergency replacement of facilities and resources damaged by wildland fire or the reestablishment of historic ecosystem structure and functions. The restoration of habitat to pre-fire conditions is seldom economically or ecologically feasible. Fire Damage Restoration includes:

(a) Natural resource restoration: restoration of fire damaged ecosystems to emulate historical or pre-fire structure, function, diversity, and dynamics, if possible or desirable, and consistent with existing land management plans; application of herbicides and other site preparation activities to reduce weed competition prior to seeding burned areas; reforestation in areas where the fire has eliminated a seed source and restoration is consistent with forest management plans.

(b) Facilities restoration: replacement of normal operating facilities that meet land management plans (e.g., campgrounds, recreation/interpretive sites, visitor centers, administrative facilities, roads, housing, bridges) and that are not critical for ensuring public health and safety, or that do not enhance the integrity of natural resources.

(2) Fire damage restoration funding comes from a combination of base operating programs (add fire damage

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

to the normal workload of base programs and prioritize all needs) and requested supplemental appropriations, with a joint interagency submission if appropriate, depending on complexity, size, and other factors. Restoration cannot be funded from Wildland Fire Appropriations.

D. Fuels Management Project Rehabilitation.

(1) Fuels management project rehabilitation consists of actions taken as part of fuels management projects to prevent unacceptable resource degradation, to minimize threats to life or property resulting from the project, or to promote the reestablishment of ecosystem structure and functions consistent with land management planning objectives. Fuels treatments (either through application of fire, mechanical, or other means) may result in conditions that require additional actions to:

(a) Stabilize soil to minimize loss or degradation of productivity.

(b) Repair/replace/construct physical improvements necessary to prevent degradation of lands or resources (e.g., exclusion fences).

(c) Minimize the establishment of invasive species to prevent degradation of the burned area as a result of fuels management projects.

(2) Include any post-treatment rehabilitation action in the appropriate project planning documents. It must be essential to the fuel treatment objectives and approved in advance of project implementation and it should not be approved if unacceptable resource degradation requires major expenditure of funds.

(3) Fuels Management Project Rehabilitation funding comes from: Wildland Fire Appropriation, Operations Activity, Hazardous Fuel Reduction Operations Subactivity.

3.10 How do I report fires?

A. Daily Fire Reports. During the "national fire season" as identified by the National Interagency Fire Center at Boise, Idaho (NIFC), each unit of the Refuge System will report wildland fire occurrence daily. Each Region will establish procedures to gather the needed information and develop the necessary contacts at the coordination centers. This may require submissions to the Regional Fire Management Coordinator or the respective Geographic Coordination Center. Report the status of large fires separately on form ICS-209 with copies furnished to the Regional Fire

Management Coordinators. Include weekend fire activity on Monday's report unless there is significant fire activity.

B. Individual Fire Report.

(1) File an Individual Fire Report (DI-1202) for the following types of fires within 15 days after we declare a fire out.

(a) All wildland fires on our lands.

(b) Wildland fires threatening our lands on which we take action.

(c) Fires on which we took action for another agency.

(d) All prescribed fires that remain within prescription on our lands. When a fire exceeds prescription criteria, treat it as an unwanted wildland fire, and we will file a separate report covering those acres by the unwanted wildland fire.

(e) All false alarms responded to by field office staff.

(2) We require reports regardless of who takes the appropriate management response action, e.g., force account, cooperator, or contractor. When we take action on a cooperative fire, the agency having jurisdiction over the land on which the fire occurs will file a complete report and we will prepare a limited version to record and bill for assistance when necessary. (See Fire Management Handbook.)

3.11. How do I handle investigation of fire trespass? The project leader should ensure investigation of each fire to determine whether natural or human causes started the fire. Where evidence indicates the fire was human caused and we suspect arson or negligence, protect the evidence and initiate an investigation using qualified fire investigators. Initiate trespass actions to recover suppression costs and resource losses. Notify the Regional Fire Management Coordinator.

A. File and Records Maintenance. The project leader will establish and maintain case files for all fire trespass cases.

B. Investigation. Thoroughly investigate human-caused wildland fires to determine cause, negligence and/or criminal intent. If we find an incendiary device, then we will pursue the case as a criminal case.

C. Determining Damages. A damage appraisal must accompany each trespass case. Damages include all suppression costs, on-site damages and residual off-site

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

damages directly caused by the fire.

D. Case Processing. All field stations should use the Bill for Collection (DI-1040) to notify individuals or companies of outstanding debts owed to us. Submit one copy of the form to the Finance Center, Cost Accounting Section promptly upon issuance by field stations. The Finance Center will be responsible for any subsequent notices to the debtor.

E. Fire Trespass. You may find specific detailed instructions on doing a fire trespass in the Fire Management Handbook.

3.12 What is the Service fire prevention program? In this section you will find guidelines for analyzing, planning, implementing, and enforcing an effective fire prevention program that is within the scope of a broader wildland fire outreach program and our outreach strategies. Our Fire Management Handbook provides specific guidance relative to prevention planning. Prevention is outreach and other actions to reduce unwanted wildland fires. Unwanted wildland fires include all human-caused fires and those naturally-ignited wildland fires that occur outside the range of prescriptive criteria outlined in approved fire management plans.

A. Prevention Goals.

- (1) Reduce the likelihood of both human-caused and unwanted naturally-ignited wildland fire ignitions that could result in unacceptable loss.
- (2) Decrease the frequency of human-caused fires.
- (3) Reduce emergency suppression costs.
- (4) Reduce fire size and intensity by developing programs such as fuels reduction/modification.
- (5) Establish cost-effective prevention programs at the national, regional, and refuge levels.
- (6) Integrate and coordinate prevention programs with State foresters, nearby land management agencies, and wildland fire protection organizations.
- (7) Promote the creation of incentives for building and maintaining fire-safe structures and fire-safe communities to reduce the unwanted consequences of fire.
- (8) Minimize damage from unwanted wildland fire occurrence.

- (9) Incorporate prevention programs into our fire management outreach programs.

B. Prevention Priorities.

- (1) Our highest priority in the prevention program is to prevent catastrophic fires and human-caused wildland fires. All levels from the field through the Washington Office Directorate will exhibit action committing to an effective prevention program.
- (2) Our prevention program is designed to minimize losses from wildfire while considering resource management objectives.
- (3) Our prevention program encourages a cooperative interagency approach among all Federal, State, county, and municipal agencies/entities and is consistent with our objectives and National Outreach Strategy guidance.
- (4) The inadvertent or intentional ignition of wildland fuels by humans is illegal. We will investigate all human-caused wildland fires at the earliest possible time. The investigation may range from a documented determination of cause by the initial attack fire crew to criminal investigation by a qualified arson investigator.

C. Prevention Analysis.

- (1) Each field office is responsible for performing a prevention analysis. Your completed prevention analysis determines the scope, contents and need of the fire prevention plan. Complete your prevention analysis for the same planning period used in developing the Fire Management Plan. If this is not possible the data base should be for the most recent 5 years. The analysis serves as a justification for increasing, decreasing, and modifying existing prevention activities.
- (2) The National Wildfire Coordinating Group's (NWCG) Wildfire Prevention Handbook, Chapter 10, NFES 1818, PMS 450-1 references components your prevention analysis should contain. Our Fire Management Handbook provides detail guidance on developing the analysis.

D. Prevention Plan. Your prevention analysis helps you determine if a prevention plan is required. The problems you identify in the prevention analysis are addressed and treatments are identified in the prevention plan.

- (1) **Plan Components.** The NWCG Wildfire Prevention Handbook, Chapter 20, NFES Publication 1818, and the Handbook give references for the components you should

**FISH AND WILDLIFE SERVICE
EMERGENCY OPERATIONS**

Emergency Operations

Part 095 Emergency Preparedness and Response

Chapter 3 Wildland Fire Management

095 FW 3

include in the prevention plan.

(2) Plan Submission. If you identify a prevention problem when you complete your prevention analysis, you must complete a prevention plan unless your Regional Director issues an exemption.

(3) Plan Amendment.

(a) You must periodically review your prevention analysis to determine changes in human-caused fire incidence, cause, class of people, location, changes in fuel loading or public use patterns. A significant change or problem may require redirecting the current program giving more emphasis to this area.

(b) A prevention plan amendment is necessary when your review justifies a change in the prevention program. The amendment is submitted in the same way as the prevention plan.

(4) Engineering. NWCG's Wildfire Prevention Handbook, Chapter 50, NFES 1818, PMS 450-1 contains technical information on engineering such as power lines, rights-of-way, and industrial activities.

E. Prevention Plan Implementation.

(1) Visitor Use Regulation. Practice prevention enforcement at the level necessary to gain compliance with fire laws and regulations.

(2) Public Use Restrictions. Project leaders have the authority to impose public use and access restrictions in times of high fire danger. These public use restrictions include:

(a) Restricted fire use in back-country; e.g., no cooking or warming fires outside developed sites, etc.

(b) Restricting public use activities; e.g., off-road vehicles, back-country access, etc.

(c) Restricting refuge operations or contract activities; e.g., construction, blasting, chain saw use, etc.

(d) Total or partial closure of the refuge.

(3) Coordination of Closures. You should coordinate all closures with the State and adjacent Federal land management agencies. Joint agency closures can be very effective and they are easier to manage and better

understood by the public when lands of similar hazard, regardless of ownership, are treated the same. Notify and coordinate a closure or restriction with all Federal, State, and local organizations responsible for wildfire control whenever possible.

F. Interagency Cooperation. Interagency cooperation is critical at all levels. Coordinating and sharing resources among agencies can make prevention programs much more effective. Carefully coordinate programs so they are complementary and reinforce each other. Cooperative prevention programs should include interagency committees, developing interagency public outreach programs, and development and coordinated release of news stories to the media. Cooperative interagency efforts in prevention activities with other local fire authorities provide an excellent avenue for establishing cordial relationships which pay dividends at the time of an emergency.

G. Prevention Training.

(1) All personnel are responsible for wildfire prevention. Appropriate employees should complete Introduction to Wildfire Prevention (PMS P101) to ensure a basic understanding of wildfire prevention. This basic course is available for purchase through the Publication Management System.

(2) Our field offices should work with their local cooperators to develop effective prevention training programs for the mutual benefit of both.